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REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS MISSION IN BOSNIA AND HERZEGOVINA

I. INTRODUCTION

1. The present report is submitted pursuant to paragraph 20 of Security Council resolution 1174 (1998) of 15 June 1998. It summarizes the activities of the United Nations Mission in Bosnia and Herzegovina (UNMIBH) since my report of 16 December 1998 (S/1998/1174). The report also provides an overview of the activities of the United Nations system in Bosnia and Herzegovina during the same period.

2. UNMIBH continues to be led by my Special Representative and Coordinator of United Nations Operations in Bosnia and Herzegovina, Elisabeth Rehn (Finland). She was assisted in her tasks during the period covered by the report by Richard Monk (United Kingdom of Great Britain and Northern Ireland), who served as Commissioner of the International Police Task Force (IPTF) until 1 March 1999. Pending the appointment of a new Commissioner, David McBride (United States of America), serves as Acting Commissioner. The authorized strength of IPTF continues to be 2,057 (see annex).

II. ACTIVITIES OF THE MISSION

Police restructuring and reform

3. The International Police Task Force has continued its efforts, as described in my last report (S/1998/1174, para. 3), to restructure and reform the police services in the Federation of Bosnia and Herzegovina (the Federation). There has been only slow progress in cantons 8 (Ljubuski) and 10 (Livno), where the initial inauguration of the police - the starting point for substantive restructuring - has still not taken place. Croat officials in the canton 8 (Ljubuski) Ministry of the Interior finally proposed a neutral shoulder insignia for use by cantonal police and the proposal now awaits final approval by the cantonal Assembly. The lack of a neutral insignia had been the main impediment to the inauguration of the canton 2 (Orasje) police service. In canton 10, delays in forming a cantonal government following the elections of 12 and 13 September 1998 have continued to impede the inauguration of the police service for the reasons described in my report of 10 June 1998 (S/1998/491).

4. In the Federation, UNMIBH has made progress towards the achievement of the minority quotas of the Bonn-Petersberg Agreement of 25 April 1996 (see S/1998/1174, para. 5). The cantonal working groups on minority police recruitment and return, made up of officials from UNMIBH and each cantonal Ministry, have identified and screened more than 700 minority applicants for police services in the Federation who have never before worked as police officers. Federation authorities can now select individuals from this pool of candidates for testing, training and deployment. The working groups have also begun to identify experienced minority officers who are available for transfer within the Federation police service and between the two entities. Bilateral assistance from the United States has financed the reconstruction of eight houses for Bosniac police officers who had returned to the Croat-majority municipality of Capljina in canton 7 (Mostar), and funds may be available to reconstruct an additional 20 houses.

5. There has also been slow but significant progress in police restructuring and reform in the Republika Srpska. A team of officials from UNMIBH and the Ministry of the Interior has been meeting weekly to ensure that the deadlines contained in the Framework Agreement on Police Restructuring, Reform and Democratization in the Republika Srpska, which was signed on 9 December 1998 (see S/1998/1174, para. 8) are met. The Republika Srpska officials have for the first time given IPTF the official staffing list of the Ministry, which will enable IPTF to begin registering police officers and issuing identity cards. The Ministry of the Interior has also approved a new police uniform for use throughout the Republika Srpska. IPTF is currently reviewing the Ministry's "Book of Rules" to ensure that it is consistent with the practices of democratic policing. Of 208 minority applicants for positions with the Republika Srpska police, IPTF has concluded that 178 are eligible to serve on the force, the majority of them in the north-western city of Prijedor and in Banja Luka.

6. The International Police Task Force has continued to expand its programme of co-location in both the Federation and the Republika Srpska with a goal of comprehensive coverage down to middle-management levels of the police administrations (see S/1998/1174, para. 7). Currently, high-level IPTF advisers are deployed in all nine public security centres in the Republika Srpska and in all 10 cantonal Ministries of the Interior in the Federation. In addition, 79 IPTF advisers are co-located in police stations in the Republika Srpska and 89 in police stations in the Federation. It is expected that IPTF will double the number of "co-locators" deployed in police stations in both entities in the coming months. Three specialized advisers are working in the Federation Ministry of the Interior in the areas of criminal investigation, anti-terrorism and academy training. In areas with a high incidence of violent crime and an unusually low crime solving record, such as in the Federation municipality of Stolac in canton 7 (Mostar), IPTF monitors with specialized skills have been assigned to work alongside local counterparts.

7. Regular meetings between the IPTF Commissioner and his Deputy with Ministers and Deputy Ministers of the Interior from the Republika Srpska and the Federation (see S/1998/1174, para. 9) are continuing. These meetings have led to the formation of an inter-entity advisory team on automobile theft, and to an inter-entity planning effort to address organized crime in public markets along the inter-entity boundary line, such as the "Arizona" market in northern Bosnia

and Herzegovina and the market between Stolac in canton 7 (Mostar) and Berkovici in the Republika Srpska. The IPTF Commissioner has begun to address the issue of inter-entity transfers of police officers at these meetings.

8. Contributions are needed for the Police Assistance Trust Fund to implement a programme, composed of three types of projects, to assist the police in the Republika Srpska and the Federation. One type consists of 33 projects to provide local police stations with essential equipment, and totals US$ 20,085,000. The second type consists of one project for the Federation Police Academy and one for the Republika Srpska Police Academy, and totals $6,433,500. The third type consists of a quick impact fund of $750,000 to cover costs that arise from the implementation of agreements on police restructuring and reform. The Trust Fund has now received a total of $9,647,000. The generous assistance extended by the Governments of Canada, Germany, Italy, Japan, Luxembourg, Norway, the Netherlands, Switzerland and the United Kingdom of Great Britain and Northern Ireland will help sustain the present pace of police restructuring, although some $100 million are still required to complete equipping and training of the local police force to appropriate levels. I appeal to the Governments of other countries also to contribute generously to the UNMIBH Trust Fund.

Police monitoring

9. While police restructuring and reform is ongoing, monitoring of the local police remains a central component of the daily work of IPTF. This activity continues to evolve from general monitoring of local police in the community to targeted monitoring meant to support efforts at police restructuring and reform, to instil confidence in minority police officers and to increase the confidence of minority returnees in the local police.

10. Together with more specialized forms of monitoring, such as co-location and support for local investigations, basic monitoring continues to be the core task of well over half of the IPTF officers. In addition to conducting regular patrols of communities, IPTF accompanies local police patrols to assess the effectiveness of joint policing in the Federation. Monitoring of returnee movements and visits is essential to the assessment of the capacity of local police to provide security in the communities of return. In addition, IPTF monitors police response to incidents at the request of individuals or local authorities. Many of these incidents are associated with return and property.

Police certification and training

11. The IPTF training and certification programme continues to help promote the principles and practices of democratic policing and the depoliticization of the police as central elements of police reform. In the Federation, 10,610 (92.3 per cent) of the 11,500 authorized officers have completed the human dignity training and 8,745 (76 per cent) have completed the transitional training. In the Republika Srpska, 6,622 (77.9 per cent) of the 8,500 authorized officers have completed the human dignity training and 1,791 (21.1 per cent) have completed the transitional training. As this initial training of local police in the Federation nears completion, a new IPTF Curriculum and Evaluation Section has been developing in-service training

programmes in community policing, crime prevention and other more specialized police tasks. A community-based policing training programme was held in the Republika Srpska municipality of Doboj. UNMIBH has also begun to revise its policies towards and procedures of certification, so that police officers remain subject to rigorous criteria of eligibility after their provisional certification upon joining the service. To date, IPTF has provisionally certified 10,199 officers in the Federation and 210 in Brcko.

12. The International Police Task Force continues to implement its non-compliance policy (see S/1998/1174, para. 12). Between 11 November 1998 and 28 February 1999, the Non-Compliance Unit received 251 reports of non-compliance of police officers with their obligations. Forty of these cases are active and 211 are closed. Of the 82 reports of minor violations, 47 concerned failure to comply with the IPTF traffic and crime control policy (see para. 19 below) and 28 concerned failure to give IPTF access to records and answer requests for information. Of the 77 reports of non-criminal and human rights violations, 11 concerned orders by local police chiefs or supervisors to subordinates not to cooperate with IPTF, 16 concerned failure to issue documents to citizens, and 24 concerned failure to assist court-ordered evictions. Of the 92 reports of criminal and serious human rights offences, 30 concerned arbitrary and prolonged detention or arrest.

13. In accordance with the recommendations of the London and Bonn Peace Implementation Conferences, which were endorsed by the Security Council in its resolution 1168 (1998) of 21 May 1998, UNMIBH has established a Drug Control Unit, an Organized Crime Unit and a Public Order and Critical Incident Management Unit to provide specialized training and advice to the local police. The Public Order and Critical Incident Management Unit has cooperated closely with the International Criminal Investigative Training Assistance Programme to complete assessments of police capabilities in the Federation and the Republika Srpska and to build up emergency communication centres in Bihac and Brcko. In addition to crowd control training in Brcko and the Republika Srpska municipality of Bijeljina, the Unit has also undertaken management training for supervisors in Sarajevo. Crowd control training will continue throughout March 1999 for a further 1,200 officers in the Republika Srpska. The Unit is nearing completion of a Crowd Control Handbook for local police.

14. The Organized Crime Unit has been assisting investigations by Federation and local police in the Federation municipalities of Travnik, Mostar and Tuzla. Its advice has led to the tentative agreement of the Federation Ministry of the Interior to restructuring the Federation Crime Unit as a first step in unifying the Federation's crime police. The Unit has also created an inter-entity vehicles anti-theft working group composed of investigators from the Republika Srpska and the Federation. It will hold common courses in organized crime skills for local police instructors from both entities. In response to a pattern of unsolved crimes (see paras. 27 and 29 below), it has launched a project in investigative oversight together with the Federation Ministry of the Interior and the police from canton 6 (Travnik) and canton 7 (Mostar). This Joint Investigative Task Force will cooperate with the Office of the High Representative and the Stabilization Force (SFOR) in exploring major crime patterns in the two cantons.

15. The Drug Control Unit works closely with the United Nations International Drug Control Programme and has begun courses for IPTF monitors throughout the country to enable those monitors to provide in-service training in basic drug awareness and intelligence reporting systems to the local police. A total of 549 local police officers have already been trained by the Unit.

16. The Specialized Training Section also continues its work in other areas of in-service training: IPTF has now trained 32 dog handlers and duty dogs in the Federation. The UNMIBH Police Assistance Trust Fund provides dogs for patrols and work on narcotics investigations. In the reporting period, an additional nine dogs have been trained and certified in Tuzla. In January 1999 IPTF offered a five-day course in traffic training in the Federation municipalities of Tuzla, Orasje and Kljuc to 92 local police officers. This training will continue in Bihac, Drvar, Gorazde, Mostar, Prijedor and Zenica. The first phase of tactical training in emergency response and crisis management and negotiations began late in 1998 and the second phase begins in March 1999. This training is part of the reorganization of the Federation Ministry of the Interior Anti-Terrorist Unit.

17. As indicated in my last report (S/1998/1174, para. 14), 154 officers of the Republika Srpska police anti-terrorist brigade will have completed SFOR-monitored training on 15 March 1999. IPTF will require any former anti-terrorist brigade officer who seeks to work in the restructured Republika Srpska police to undergo the IPTF selection procedure. This procedure requires the successful completion of a basic academy programme for individuals without former police experience. IPTF will not permit the direct transfer of former anti-terrorist brigade officers to a civilian police equivalent.

18. The progress made by UNMIBH in identifying untrained minority candidates for the police in both entities has underscored the significance of academies in achieving the reform and restructuring of police services in the Federation and the Republika Srpska. In the reporting period, UNMIBH assisted Federation authorities in assuming greater responsibility and control over the academy established by the Federation authorities. UNMIBH is currently seeking funding to expand the capacity of the academy from 120 to 500 places in each class. The next class is scheduled to begin on 29 March 1999 and will comprise six months in-class training by a multi-ethnic staff and six months field training. The class will consist predominantly of minority candidates approved by IPTF and Federation authorities and may include a limited number of police officers with less than five years' experience and insufficient police training. In the Republika Srpska, UNMIBH has been working with the authorities to identify a site for a new police academy and is pursuing funding projects to construct a police academy. Pending a permanent solution, UNMIBH and the Republika Srpska Interior Ministry have identified temporary training sites where minority recruits may be trained and potential candidates are now undergoing selection procedures. The European Union has pledged assistance valued at 8.3 million euros ($9.5 million) to refurbish police academies in both entities and UNMIBH has been facilitating contacts between the European Union and local officials.

Freedom of movement

19. The International Police Task Force has been reviewing the traffic and crime control policy, which prohibits the use of police checkpoints without IPTF notification and approval (see S/1998/862, para. 13) and, as a first step, has announced that legitimate radar checks could in future be exempted from the policy.

20. UNMIBH has continued its close cooperation with the Office of the High Representative in the introduction of the common driving licence and in the establishment of a multi-ethnic Bosnia and Herzegovina border service. UNMIBH chairs the Interim Management Team, which consists of officials from the Bosnia and Herzegovina Ministry of Civil Affairs and Communications, entity Ministries of the Interior, and cantonal Ministries of the Interior. The Interim Management Team has been effective in enabling experts to address and implement technical issues in the introduction of common licence plates, common vehicle registration documents and common driving licences. In view of the support expressed for the multi-ethnic border service at the meeting of the Peace Implementation Council in Madrid on 15 and 16 December 1998, UNMIBH has developed proposals for the organization of the service, and for equipping, training and deploying the initial contingent. While the Office of the High Representative prepares draft legislation for the border service, UNMIBH has engaged in technical preparations for organizing the service, which include the Mission's plans to advise, monitor and support the deployment of the initial contingent.

Weapons inspections

21. The International Police Task Force continued, with the support of SFOR, to conduct weapons inspections in police facilities. In the period from 25 November 1998 to 26 February 1999, 149 inspections were performed, 56 in the Republika Srpska and 93 in the Federation. In 50 cases, SFOR support was requested and provided. Eight inspections (3 in the Republika Srpska and 5 in the Federation) led to the confiscation of hidden weapons. Non-compliance reports were issued in five of these cases: three in the Republika Srpska and two in the Federation. Of the 39 inspections that led to the surrender of weapons, ammunition and explosives, 18 were in the Republika Srpska and 21 in the Federation. Overall, 62 pistols, 225 long-barrelled weapons, 25 rocket-grenade launchers, 13 anti-personnel mines, 18 anti-tank mines, 244 hand grenades, 21 rifle grenades, 15 shells, 18.3 kg of explosives and some 23,240 rounds of ammunition were removed from police stations. One search at the Zenica Prison in canton 4 (Zenica) led to the confiscation of 165 rifles.

Brcko

22. UNMIBH stepped up its preparations for the final award for the Brcko area, which was announced on 5 March 1999. UNMIBH officials testified to the Arbitral Tribunal on the performance of the multi-ethnic police since the supplemental award of 15 March 1998. IPTF had earlier carried out contingency plans for possible public protest against the arbitration decision, which included the training and equipping of four platoons in the Brcko multi-ethnic police in crowd control. Following the announcement of the final award, there was no

organized challenge to public order and IPTF assessed that the police behaved professionally.

23. The final award provides that the entire territory of the pre-war municipality of Brcko will constitute "the Brcko District of Bosnia and Herzegovina" under the exclusive sovereignty of Bosnia and Herzegovina. The legal authority of both entities will be permanently suspended and the currently divided district will be recreated as a single administrative unit. The award calls for a unified police force operating under a single command structure and with complete independence from the police establishments in the two entities. The annex to the award states that the statute of the District "shall provide for continuing IPTF guidance" to the District police force. Its principal responsibilities shall be to provide normal law enforcement functions in the District and to ensure complete freedom of movement within the District, with particular emphasis on freedom of movement between the eastern and western portions of Republika Srpska and between the Federation and Croatia.

24. A few hours before the announcement of the final award for the Brcko area, the High Representative dismissed the President of Republika Srpska, Nikola Poplasen. Following the announcement, the Prime Minister of Republika Srpska, Milorad Dodik, resigned and the Serb member of the Presidency of Bosnia and Herzegovina suspended his participation in the joint Presidency. The Republika Srpska National Assembly has not yet taken a decision on a new government and the Republika Srpska Vice-President has so far refused to take up the responsibilities of the Presidency.

Violence against the International Police Task Force in Foca

25. An individual indicted for war crimes by the International Tribunal for the Former Yugoslavia was shot dead on 9 January 1999 in the Republika Srpska municipality of Foca when he resisted attempts by SFOR to detain him. The incident led to an angry response in the town. A crowd which had assembled outside the Foca IPTF station became violent when information was not readily provided on the well-being of five young people who had been travelling with the individual. As a result, the IPTF station, equipment and two vehicles were extensively damaged. Four IPTF monitors who had remained at the station sustained serious injuries while attempting to escape the crowd. IPTF has now resumed its patrolling of Foca during the day and some IPTF officers are co-located in the local police station. In the wake of this incident, UNMIBH has begun a mission-wide assessment of the vulnerability of IPTF stations and is conducting threat assessments, as well as a review of communications equipment and training.

Investigation of human rights violations by local law enforcement personnel

26. The vast majority of human rights violations recorded and investigated by the UNMIBH Human Rights Office continue to be cases of return-related incidents such as bombings, mainly in areas of canton 6 (Travnik) and canton 7 (Mostar), failure of law enforcement officials to respond vigorously to criminal acts, and cases of ill-treatment at the hands of the police. Ongoing property cases relate mainly to delays in the issuance of decisions by law enforcement

agencies, including municipal, housing and judicial bodies, as well as delays in the implementation of those decisions once issued.

27. In view of the inadequate response of the police in Stolac in canton 7 (Mostar) to more than 70 returnee-related incidents since 1 January 1998, an IPTF Special Response Team of the UNMIBH Human Rights Office conducted a full operational performance audit of the town's police administration from 7 to 11 December 1998. The team found that the local police administration lacked an adequate command structure, was subject to inappropriate external influences, and that crime prevention and detection measures of returnee-related violence showed serious deficiencies. The IPTF Commissioner therefore decided to place all members of the police administration on a three-month probation that began on 3 February 1999. During the probation period, IPTF is advising and assisting the Stolac police in building a professional multi-ethnic law enforcement administration. The cantonal Minister of the Interior and the Stolac Chief of Police have both acknowledged past difficulties and welcomed IPTF efforts to professionalize the force.

28. On 21 January 1999, UNMIBH issued a public report which summarized the results of its investigations into the illegal detention and torture of detainees held in connection with the 7 August 1998 murder of the Deputy Chief of the Pale Public Security Centre (see S/1998/1174, para. 24). The report noted that the Chief of Staff and Head of the Crime Department, as well as three former police officers, had been removed on 18 December 1998. It called upon the authorities in the Republika Srpska to remove all officers disqualified by the IPTF Commissioner; to ensure that such persons are prevented from participating in any aspect of police work in the future; to proceed with disciplinary and criminal proceedings against persons involved in any misconduct; and to exclude any statements obtained under duress from being used in criminal proceedings. The District Prosecutor had issued indictments on 11 December against six men based nearly exclusively on statements which had been made under duress, in violation of international law and legislation in the Republika Srpska.

29. A Croat police officer was injured in a car-bombing in Travnik in canton 6 (Travnik) on 9 February 1999. This was the third incident against Croat police since June 1998 and the ninth attack against Croats in canton 6 in the past two years. The work carried out by the Human Rights Office's Investigative Support Team since June 1998 has resulted in significant progress in some of the cases under investigation there, including the analysis of the types of problem impeding criminal investigations. The team's investigations have uncovered possible links with organized crime and extremist political groups, and have pointed to the lack of professional experience of some of the local police officers. The investigations have led to the removal of a judge from the Vitez Municipal Court and to the conviction of two persons closely tied to a criminal gang in the Travnik area, both unprecedented events in that area. IPTF continues its effort, through monitoring and advice, to ensure proper investigation of the crimes in canton 6 (Travnik).

30. The Human Rights Office found that investigations by police in the municipality of Maglaj in canton 4 (Zenica) into the 3 November abduction and torture of two Serb displaced persons were inadequate. The two displaced

persons claimed to have been held at gunpoint for nine hours and released only on condition that they instruct other Serb displaced persons not to return. The Office has issued six non-compliance reports to date because the police in Maglaj have not yet initiated a proper investigation into the incident.

31. The Human Rights Office and the judicial system assessment programme have undertaken a study of the unlawful practice of referring criminal cases from the Croat-controlled municipality of Ravne Brcko to the investigating judge in the Croat-majority canton 2 (Orasje), although the municipality actually falls within the Bosniac-majority canton 3 (Tuzla). In a more recent development, investigating judges from both cantons arrived at the scene of a crime and made ad hoc decisions on jurisdiction. UNMIBH will again review this unlawful practice in the light of the final award for the Brcko area (see paras. 22 and 23 above).

Civil Affairs

32. In addition to carrying out its political reporting functions, the Civil Affairs Unit of UNMIBH has intensified its efforts in support of the Mission's core tasks of police and judicial reform by participating in the minority recruitment working groups and cooperating closely with the IPTF advisers to the cantonal ministries and the public security centres. Further, under the direction of my Special Representative, Civil Affairs continues to represent UNMIBH at a number of inter-agency working groups headed by the Office of the High Representative and interregional working groups established to address common problems in cantons 6 (Travnik), 7 (Mostar), 8 (Ljubuski) and 10 (Livno). Civil Affairs officers have worked closely with IPTF and the judicial system assessment programme in developing the new weekly report.

33. Civil Affairs continues to cooperate with the IPTF leadership by providing advice on ongoing political developments in the country. Two Civil Affairs officers have been assigned to working wholly on the implementation of the Republika Srpska restructuring agreement. The Civil Affairs Project Unit has continued to work with IPTF on a range of issues, such as the development of a multi-ethnic border service, minority police recruitment and community policing. It has cooperated with the United States Institute of Peace in a seminar for IPTF and Civil Affairs on conflict analysis and management skills training. A seminar on community policing for IPTF trainers and co-locators and Civil Affairs officers was also held. The Civil Affairs Training Unit has expanded its orientation programme to include all civilian staff and IPTF officials joining UNMIBH.

Judicial system assessment

34. As described in my last report (S/1998/1174, paras. 27 and 28), officers of the judicial system assessment programme have been deployed to all seven UNMIBH regions and have engaged in intensive interviewing of judges, prosecutors and other officials in the judicial systems of Bosnia and Herzegovina. They have continued to examine mainly institutional, technical and political aspects of the judiciary and have been paying special attention to the application of new criminal legislation recently adopted in the Federation. The programme has worked closely with the UNMIBH Human Rights Office and IPTF in developing a

strategy on trial monitoring, improving the enforcement of court judgements, and developing non-compliance procedures for judicial officials. The programme has developed a database of information on the Bosnia and Herzegovina judiciary, which includes a list of the courts, the equipment in the courts, a backlog of cases in the courts, the salaries of judges, and a list of judges by ethnic group.

35. The programme's interim assessment has identified some of the obstacles in the judicial system which impede the establishment of the rule of law. It reported that the administration of justice is hindered by undue delays in court proceedings and the inability or unwillingness of local authorities to enforce court orders. These delays appear to result from disarray in the court files in property and labour cases, as well as from failure to enforce time limits in civil proceedings imposed by the law. In addition, court decisions often await execution for long periods of time both because the courts lack the judicial officers necessary to execute court orders and because local police have been unwilling to participate in the execution of court orders, especially in cases of eviction.

36. The programme continues to cooperate with the overall efforts of the Office of the High Representative to reform the judicial system and has participated in the development of proposals for new judicial service commissions and for judicial training centres for both entities. The programme has made three proposals to the Office of the High Representative: one for strengthening the budgeting system, one for the enhancement of administrative law and procedure and one for a pilot study on the land registry in the Mostar area in canton 7. It has provided the Office of the High Representative with information on the courts as background to broader proposals for judicial reform.

Cooperation with other international organizations

37. UNMIBH continues to work closely with other international organizations both in developing responses to specific incidents and in longer-term projects. More specifically, it continues to cooperate with SFOR in weapons inspections; with the Office of the High Representative and the Office of the United Nations High Commissioner for Refugees in support of the return of displaced persons and refugees; with the Office of the High Representative, SFOR and the European Customs and Fiscal Assistance Organization in preparation for the establishment of a single border service; with the Office of the High Representative in developing plans for judicial reform; and with the Organization for Security and Cooperation in Europe (OSCE) in implementing the results of the elections of 12 and 13 September 1998.

III. ACTIVITIES OF THE UNITED NATIONS SYSTEM

38. As described in my last report (S/1998/1174, para. 29), my Special Representative continues to coordinate and initiate programmes of the various United Nations agencies operating in Bosnia and Herzegovina in order to focus their work on common concerns. In bi-weekly coordinating meetings, UNMIBH briefs the [illegible]

designated official for security, my Special Representative has been especially active in coordinating the response of United Nations agencies to the security threat in Foca and to the possibility that security threats might result from the arbitration decision on Brcko or the carrying out of air strikes in the Federal Republic of Yugoslavia.

Food and Agriculture Organization of the United Nations

39. As a result of an extraordinary decision by the Director-General of the Food and Agriculture Organization of the United Nations (FAO) following his visit to Bosnia and Herzegovina in December 1998, and contrary to the previous plan to phase out by 31 December 1998, the FAO coordination office for emergency agricultural interventions will continue its activities in Bosnia and Herzegovina until further notice. The FAO agricultural programme for the spring season, comprising distribution of seed of major crops and relevant inputs, has started. Minority returnees will be the main beneficiary target. The provision of technical support and liaison to the Ministries of Agriculture continues, as do assessing needs and data collection.

International Tribunal for the Former Yugoslavia

40. The International Tribunal for the Former Yugoslavia continues to carry out its mandate to prosecute persons responsible for serious violations of international humanitarian law committed on the territory of the former Yugoslavia since 1991 (see S/1998/1174, para. 32). In particular, preparations have begun for the commencement of the 1999 exhumations programme.

International Labour Organization

41. The International Labour Organization has continued its training and technical assistance programmes as described in my previous report (see S/1998/1174, para. 33).

Office of the United Nations High Commissioner for Human Rights

42. According to the terms of reference signed on 10 December 1998, the Office of the United Nations High Commissioner for Human Rights is working in close cooperation with, and under the operational authority of, my Special Representative in Bosnia and Herzegovina. The Office also continues to support the mandate of the Special Rapporteur of the Commission on Human Rights. In the reporting period, the Office continued to focus its activities on economic and social rights, discrimination and gender issues. It has started new programmes which concern violence against women, trafficking of women and domestic violence, and programmes which concern the protection of minorities and women against discrimination in employment. Nearly 900 IPTF officers benefited from the Office's human rights training programme which ended in December 1998. As a result, human rights training has now become an ongoing activity within IPTF which is supported by the UNMIBH Human Rights Office.

Office of the United Nations High Commissioner for Refugees

43. In 1999, the Office of the United Nations High Commissioner for Refugees (UNHCR) will continue to cooperate with the Office of the High Representative and the 1999 Return and Reconstruction Task Force Action Plan to ensure that conditions conducive to the free choice of return are established and, whenever and wherever possible, to assist minorities to return to their homes of origin. Together with UNMIBH, OSCE and other international and national institutions, it will work with local authorities to remove political, legal and administrative obstacles to return, particularly regarding property, amnesty, registration, documents, security and freedom of movement. UNHCR will also continue its programmes for training and capacity-building, support for civil society, the establishment of legal aid and information centres, the introduction of legislative reform and rehabilitation assistance. Activities such as mine clearance, shelter rehabilitation, outreach services to the elderly and vulnerable, assistance in collective centres, microcredit and the provision of return packages will be gradually phased out, to the extent that hand-over to other responsible agencies and/or appropriate authorities is possible, by the end of 1999.

44. A total of 110,000 refugees returned to Bosnia and Herzegovina from abroad in 1998, bringing the total number of refugees having returned since the end of the war to more than 300,000. Some 41,000 people from minorities are estimated to have returned to their homes during 1998: 32,600 (9,200 Bosniacs, 13,100 Croats and 10,300 Serbs) in the Federation, and some 8,500 (8,000 Bosniacs and 550 Croats) in the Republika Srpska. More than 1.2 million Bosnians (860,000 displaced persons and more than 350,000 refugees) remain in need of durable solutions, within Bosnia and Herzegovina, the countries of the former Yugoslavia and Western Europe.

45. The return process is expected to become more systematic in 1999 with the use of the voluntary Return Application Database System (RADS), which UNHCR established in 75 municipalities throughout the country in 1998. The system registers the intentions of displaced persons and refugees to return to their homes of origin. This Bosnia-wide database has been developed in conjunction with the two entity ministries for refugees and displaced persons to support their respective Instructions on the Method for Organized Return. In 1999, UNHCR will consolidate and extend the system to a further 32 municipalities, and also support the Ministry of Civil Affairs and Communications at the level of common institutions for centralized processing of the return applications.

46. Refugees continue to arrive in Bosnia, principally from Kosovo. By the end of 1998, the number was estimated to have reached 10,000 persons, most of them arriving in the Sarajevo area. Spring 1999 may see an increase in arrivals, in view of the continuing unstable situation in Kosovo. Two new refugee reception centres have been completed by the Government with UNHCR funding, in Bosanski Petrovac in canton 10 (Livno) and Rakovica/Ilidza near Sarajevo, increasing the total reception capacity for refugees in organized accommodation to 1,750 persons in four centres. The construction of an additional centre for 1,000 refugees is planned in canton 3 (Tuzla).

United Nations Children's Fund

47. The United Nations Children's Fund (UNICEF) has opened nine schools for pregnant women in the Federation. A round-table meeting of officials from all 10 cantons in the Federation reviewed proposed legislation on marketing of breast milk substitutes. A nationwide survey on iodine deficiency disorders among schoolchildren is under way. A seminar on trauma counselling was conducted by the University of Utrecht for two Republika Srpska paediatric teams and four Federation teams as part of the programme Children in Need of Special Protection Measures. School psychologists from 20 Federation schools and 20 Republika Srpska schools attended a seminar on trauma alleviation in secondary schools. In addition, a psychological survey of pupils was conducted and group treatment began in January. Training of teachers in interactive learning continues in the Federation. An agreement was signed with the non-governmental organization Handicap International to support teacher training on mine awareness in Una Sana canton, one of the most mined areas in the country. An inter-ministerial working group to prepare the initial report on child rights has been appointed in the Republika Srpska. That report will be integrated into the national report on the status of children's rights.

United Nations Development Programme

48. In Bosnia and Herzegovina, the United Nations Development Programme (UNDP) continues to operate under a Country Cooperation Framework approved in January 1997 for the period 1997-2000, which is aimed at initiating the transition of donor assistance from reconstruction to development. To achieve that objective, the UNDP programme supports a three-pronged strategy of capacity-building at the community level to maximize utilization of reconstruction and development resources, support sectoral programmes that are relevant to community capacity-building, and provide policy advice to improve government decision-making. UNDP also mobilizes and administers resources for mine clearance, for area-based reconstruction and development, and for short-term employment generation. These programmes are currently under full implementation. UNDP programme resources for 1997-2000 total $80.7 million, primarily in the form of cost-sharing and trust funds from, among other donors, Japan, Germany, the Netherlands, Sweden and the European Union. Programme expenditures for 1998 amounted to $29.3 million.

United Nations Educational, Scientific and Cultural Organization

49. In preparation for an international symposium that will act as a platform for a coherent curriculum development programme, the United Nations Educational, Scientific and Cultural Organization (UNESCO) carried out a major primary and secondary school curriculum review in the Federation and in Republika Srpska in January-February 1999, concentrating on the humanities. The first meeting of the Associated School Project in Republika Srpska was held in December 1998. Teachers from Sarajevo took part in a study tour in Portugal in December 1998 in the framework of the special needs education programme (integration of children with special needs in the regular school system). The second session of the International Committee of Experts for the Rebuilding of the Old Bridge and the

World Food Programme

50. The World Food Programme (WFP) in Bosnia and Herzegovina is concentrating its activities on the phasing-out of its operations by mid-1999 in view of the improvement achieved in the country since the end of the war. The first stage of phasing-out started in mid-1998 with the refinement of, and substantial reduction in, beneficiary caseloads. Currently, the individual WFP monthly ration for beneficiaries in Bosnia and Herzegovina is 12 kg of wheat flour, 1.20 kg of pulses and 0.75 kg of vegetable oil. WFP is working continuously with others involved in general food distribution, who are also concluding their programmes this year, as well as with local authorities, to ensure the smooth phasing-out of remaining responsibilities. The WFP operation in Bosnia and Herzegovina is fully funded, and thus the food pipeline provided by recent donations will cover needs up to and including the last distribution cycle in May/June 1999.

World Bank

51. The World Bank is continuing its efforts, as described in my previous report (see S/1998/1174, paras. 49 and 50).

52. The breadth of the World Bank's commitment to Bosnia and Herzegovina continues to be reflected in the number of projects currently under preparation by the Bank. This wide range of projects includes economic policy reform - with a privatization structural adjustment credit for enterprises and banks and a second public finance structural adjustment credit; a basic health services project to establish a cost-effective, community-based primary health-care system and improve health sector management; a project to provide working capital to Bosnian export-oriented businesses; a project to help municipalities obtain credit for priority social and economic infrastructure projects with a local development fund (this is being prepared after the funding of housing reconstruction in UNHCR target zones, microcredit, and local infrastructure); and a cultural heritage project for the reconstruction of the old bridge and old town of Mostar in coordination with UNESCO.

World Health Organization

53. The World Health Organization continues its support to the entities' Ministries of Health. The support is focusing on technical advice and coordination of international health. The humanitarian assistance will be scaled down over the rest of 1999.

IV. OBSERVATIONS

54. The establishment of the rule of law is a prerequisite for a lasting peace in Bosnia and Herzegovina. The rule of law provides an essential safeguard for individual rights regardless of ethnicity, it gives investors confidence in the country's future, and it facilitates increasingly close association between European institutions and those of Bosnia and Herzegovina. UNMIBH continues to play a central role in efforts to that end under its mandate in police

monitoring, restructuring and reform, assessment of the judicial system and strengthening of the legal system's respect for human rights.

55. UNMIBH has pursued a strategy of engaging senior officials in the Republika Srpska and the Federation, through co-location of IPTF advisers and launching a series of inter-entity meetings between officials from the Ministries of the Interior. This strategy of engagement has enjoyed some success in both entities. The agreement on police restructuring and reform in the Republika Srpska and the achievement of the early benchmarks set in the agreement has been matched by some progress in minority recruitment in the Federation during the reporting period. The successful series of cross-inter-entity boundary line meetings of senior and regional police officials points to genuine efforts by the police to cooperate in tackling cross-entity crime.

56. Despite all efforts, it is not clear whether these positive steps will mark the beginning of self-sustaining progress in police restructuring and reform and the establishment of the rule of law. Monitoring, therefore, remains central to the work of IPTF because it enables the Mission to identify areas where IPTF must focus its programmes of training, advising and equipping which are part of annex 11 of the General Framework Agreement for Peace. Monitoring also helps to identify cases where IPTF should conduct investigations into police response to violations of human rights, and provides the basis for issuing non-compliance reports and for de-certifications. Successful minority recruitment and returns will make monitoring and patrols even more significant in the future because IPTF will increase the monitoring of mixed patrols and of policing in communities where minorities have begun to return.

57. The Brcko arbitration award will present another major challenge for UNMIBH because it will have to establish a single multi-ethnic police force in an area where three police forces operate at present. The arbitrator noted that the constant and diligent supervision of IPTF in the Republika Srpska-controlled part of Brcko had resulted in the establishment of the only multi-ethnic police force in the Republika Srpska today and that this force can be taken as a model for other communities in the Republika Srpska and the Federation. UNMIBH is determined to continue on this course in Brcko and elsewhere in the country. However, it is clear that the latest political crisis in the Republika Srpska could make progress difficult to achieve.

58. The establishment of a multi-ethnic border service will present significant challenges in the coming period. Undue delays in the administration of justice and the execution of court decisions, the continuing strength of inter-entity organized crime, as well as violence associated with minority returns in the Federation and in the Republika Srpska all highlight the continuing fragility of the Mission's progress in implementing its mandate in police restructuring and reform.

59. Further progress in the Mission's central task of police reform will require tangible material support for the modernization of the country's police infrastructure from a donor community whose support for police restructuring and reform has until now been relatively modest. Without refurbished police academies, modern police equipment and a well-equipped judiciary, the effort to

significant as support for essential physical infrastructure is the investment in human resources. As the Mission continues to evolve from a monitoring mission to one which includes advising, training and special investigations, its specific personnel requirements are changing. As I have noted before, it will be essential for contributing countries to send monitors with the special skills identified by the IPTF Commissioner, including personnel with special investigative skills, mid- and high-level management experience, and training in, and familiarity with, community policing practices. It will also be essential to have a well-prepared programme of pre-mission training for all monitors in their home countries.

60. The establishment of self-sustaining political institutions in Bosnia and Herzegovina continues to present a significant challenge. The elections held in mid-September 1998 have not yet led to the formation of a government in the Republika Srpska and the tension resulting from the political crisis in this entity has recently been heightened with the dismissal of the President and resignation of the Prime Minister. The prospects remain bleak for the return of refugees and displaced persons to their homes on any meaningful scale. It also appears that the most significant progress comes most frequently from initiatives by the High Representative rather than from officials in the country itself. The continuing close cooperation of UNMIBH with UNHCR, SFOR, the Office of the High Representative and OSCE will be necessary to address these impediments to a sustainable peace. I would emphasize, as I have before, that the strong and consistent support of SFOR will remain essential in providing adequate security arrangements for the successful implementation of the UNMIBH mandate. I also appeal to the Governments of the members of the Security Council to extend their full diplomatic support to the efforts of UNMIBH to implement its core mandate of creating professional, multi-ethnic police services in the Federation and the Republika Srpska.

61. At the end of the tour of duty of Richard Monk as Commissioner of IPTF, I should like to record my appreciation for his leadership and for the constructive contribution that he provided to the Mission over the last year.

Annex

Composition of the International Police Task Force as at 8 March 1999

Argentina	34
Austria	36
Bangladesh	33
Bulgaria	46
Canada	24
Chile	29
Denmark	39
Egypt	34
Estonia	5
Fiji	20
Finland	28
France	127
Germany	164
Ghana	99
Greece	15
Hungary	37
Iceland	3
India	102
Indonesia	22
Ireland	35
Italy	21
Jordan	148
Kenya	11
Lithuania	2
Malaysia	50
Nepal	41
Netherlands	52
Nigeria	18
Norway	24
Pakistan	94
Poland	50
Portugal	5
Romania	20
Russian Federation	33
Senegal	18
Spain	32
Sweden	54
Switzerland	2
Thailand	5
Tunisia	2
Turkey	27
Ukraine	36
United Kingdom of Great Britain and Northern Ireland	70
United States of America	195
Total	1 995

The number of civilian police monitors varies owing to ongoing contingent

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